

MILBANK MEMORIAL FUND

# QUARTERLY BULLETIN

NEW YORK

HEALTH AND TUBERCULOSIS DEMONSTRATIONS



VOL. I

OCTOBER 1923

No. 3

## THE SCOPE OF THE DEMONSTRATIONS

THERE has been material progress in the New York Health and Tuberculosis Demonstrations, since April 3, 1922, when the Board of Directors of the Milbank Memorial Fund voted to concentrate a substantial part of the Fund's income in supporting this project. It is perhaps pertinent, therefore, to review briefly the significance and scope of the demonstrations. The sum of \$325,000 a year for at least five years has been set aside by the Fund to support this undertaking, the aim of which is to ascertain the effectiveness and cost of certain measures for tuberculosis control, for the prevention of unnecessary disease and death generally, and for the promotion of individual and community health in typical rural, urban and metropolitan communities of New York State.

Two communities have already been selected as demonstration centers. After a thorough study of the advantages and disadvantages of the eligible rural counties in New York State, Cattaraugus County was chosen in November, 1922. This county has normal economic and social conditions; a population, largely rural, of approximately 72,000; and a representative past experience as to mortality and morbidity rates. A similar survey of medium sized cities in the state resulted in the selection, in January 1923, of

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Syracuse, a city of approximately 175,000 people. Inquiries are now under way to determine whether or not a satisfactory metropolitan area for the third demonstration unit is available in New York City and if so whether there is a desire on the part of public authorities and private agencies to co-operate in such an undertaking and finally whether a satisfactory plan of organization can be developed.

It is increasingly evident that death and sickness rates within natural limits are determinable; that by concentrated community-wide effort, tuberculosis particularly may be progressively diminished; and that adequate facilities for other disease control, although they have not yet been made fully available anywhere, are a wise community investment. The results in New York City of the Home Hospital Tuberculosis Demonstration by the New York Association for Improving the Condition of the Poor, the experience in Massachusetts of the Framingham Community Health and Tuberculosis Demonstration of the National Tuberculosis Association, and recent noteworthy accomplishments in New York State and elsewhere in tuberculosis control and general health promotion—all support these deductions. The New York Health and Tuberculosis Demonstrations are planned on a sufficiently extensive scale and cover a wide enough variety of circumstances to serve as further, and possibly conclusive, evidence of the practicability of the development of community health work and of sickness control—not only in the areas where the demonstrations are being conducted but in similar environments everywhere.

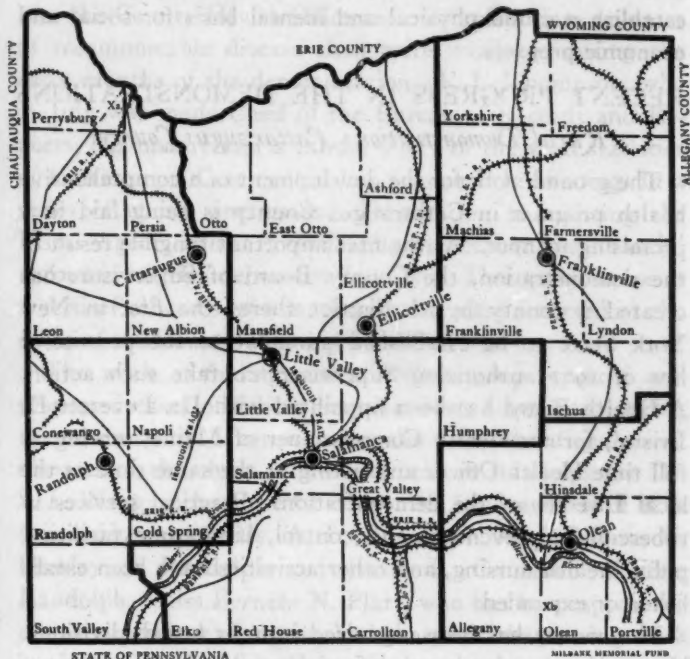
New machinery will not be set up for the execution of the demonstrations programs. The work will be carried out through the co-operation of existing agencies, including the state and local departments of health, and voluntary private organizations.

Leadership by official health authorities, so far as practicable, and full participation by other existing agencies concerned, official and voluntary, are necessary to the successful development of the work and to the gradual assumption by each community of its own demonstration operating responsibility. An obvious essential is the effective coordination of the official and voluntary groups in the local fields.

In shaping the general policies and program of the demonstrations, the Milbank Memorial Fund has had the counsel of a number of recognized leaders in health and social work. These experts, comprising the Fund's Advisory Council and its Technical Board, have reviewed the practical services and appropriations recommended for the respective demonstrations by the several co-operating local and state agencies; and they are charged with the responsibility of proper and economic distribution of functions and funds to the various operating agencies in accordance with plans approved by the Board of Directors of the Milbank Fund.

In addition to the research and experimental opportunities which the projects afford, and in addition to the determination of the relative values of certain practical services for disease control and health promotion, the demonstrations program as a whole should serve as an example to other communities of the economy, wisdom and humanity of adequate measures for life conservation and prolongation. The work should demonstrate clearly the extent to which tuberculosis can be controlled under varying though typical conditions. It should show the relation of an adequate tuberculosis program to the general health needs of a community. It should demonstrate the cost of comprehensive health activities, estimated now by the technical advisors of the Fund to be probably in the neighborhood of \$3 per capita per year.

MAP OF CATTARAUGUS COUNTY SHOWING THE HEALTH  
DIVISIONS WITH LOCAL HEADQUARTERS, CATTARAUGUS  
COUNTY HEALTH AND TUBERCULOSIS  
DEMONSTRATIONS



- Headquarters of the Health Divisions  
● County Seat: Little Valley

— Highways  
+ Railroads

Xa—J. N. Adam Memorial Tuberculosis Hospital  
Xb—County Tuberculosis Hospital

Cattaraugus County: Population, approximately 72,000; Area, 1,253.2 sq. miles

At Salamanca: Hdqrs., County Tuberculosis and Public Health Association

At Olean: Cattaraugus County Laboratory; Administrative Hdqrs., County Health Department; Hdqrs., County School Medical Service

A final criterion of the success of the demonstrations is of course the full assumption and financial support by the community itself of activities shown to meet essential health needs. The absorption of a comprehensive health program into the life of the community should serve effectively to establish a sound physical and mental basis for social and economic progress.

## RECENT PROGRESS IN THE DEMONSTRATIONS

### *Rural Demonstration: Cattaraugus County*

The ground work for the development of a comprehensive health program in Cattaraugus County is being laid in a promising manner. As the first important tangible result of the demonstration, the County Board of Supervisors has created a county health district there—the first in New York State to be established pursuant to the permissive law of 1921 authorizing Supervisors to take such action. A Health Board has been appointed with Dr. Leverett D. Bristol, former Health Commissioner of Maine, serving as full time Health Officer and acting at the same time as the local Director of the demonstration. Practical services in tuberculosis prevention and control, laboratory facilities, public health nursing, and other activities have been established or expanded.

The county has been organized into six health divisions. New projects under way or being planned include contagious disease control, maternity and infant hygiene, more adequate care of the physical needs of school children, health education, and related activities. The initiative and enthusiasm displayed by local groups in Cattaraugus County have been gratifying.

Four district health stations are now in operation. These are in Olean, Salamanca, Randolph, and Franklinville. Two



additional stations will be established at Cattaraugus and Ellicottville to serve, respectively, the northwestern and north central sections of the county. The local county administrative offices of the demonstration are located in Olean. Since July, local health officers have been sending into the County Health Office more complete data on cases of communicable disease than were available during the early months of the demonstration. F. L. Thompson, who in July was made Chief of the Bureau of Records and Reports, has undertaken a careful study of the vital statistics of Cattaraugus County and has presented his findings in a series of charts and maps. In addition to assisting the Fiscal Agent, Allan B. Williams, in keeping the financial accounts of the demonstration, Mr. Thompson keeps a record of all cases of communicable disease reported at the office of the County Board of Health.

The work of finding and of following up reported and suspected cases of tuberculosis has been augmented during the summer by a consultation clinic for the diagnosis of diseases of the chest. This was held in Randolph by Dr. S. L. Wang of the State Charities Aid Association staff with the assistance of Drs. A. L. Runals of Olean, Myron C. Hawley of Randolph and James E. Crossman of East Randolph. Miss Berneta N. Platt, who has been appointed acting supervisor of nurses, had charge of the nursing work in connection with this clinic. During the two days, seventy patients were examined, forty-two from the district in which the clinic was held and twenty-eight from outside the district. Upon the advice of his family physician, one patient drove sixty miles to be re-examined at the clinic. Of the persons examined for tuberculosis, seven were found positive, eighteen suspicious, and forty-five negative.

During the past quarter, the county diagnostic laboratory

has been in operation. In July and August, 195 examinations were made there. Dr. J. P. Garen, the Director of the laboratory, spent most of the latter month in Albany making an intensive study of the standard methods of laboratory procedure. During his absence, Dr. S. J. Atkins was Acting Director.

Nursing service is being developed in the various districts. While consisting chiefly of visits to tuberculosis patients, it has included work with classes in home hygiene and care of the sick, health classes, visits to cases of communicable disease, and other health promoting activities. One of the demonstration nurses was in charge of the child welfare exhibit at the County Fair.

A survey in Cattaraugus County was started in September of public health nursing by the National Organization for Public Health Nursing. Miss M. T. McGuire of the State Department of Health will assist in the organization of this work and also in the instruction of the nurses employed by the Demonstration.

As a result of conferences between the director of the school health service, the local school authorities, and the Director of the demonstration, plans have been inaugurated to examine all school children in the county during the present school year. An office has been equipped for this purpose and the work is being started with the opening of schools.

Cattaraugus County has an Indian population of about 1400, who reside on the government reservations but are free to move about as they please. Many of them are engaged in making baskets and moccasins which they sell to merchants in Olean and Salamanca. Comparatively large numbers of these Indians suffer from tuberculosis. As one of the demonstration activities, health work has been





A section of Girl's Street at the Cattaraugus County Health Camp in Allegany State Park—looking from the playground toward the swimming pool

established in the reservation schools. It includes special inspection of the schools, advice on elementary sanitation, classes in home care of the sick, home economics, and services along similar lines. The work has shown the need of hospitalization of cases of active tuberculosis among the Indians.

During the summer, the Cattaraugus County Tuberculosis and Public Health Association has been chiefly interested in the children's camp in Allegany State Park. As a part of the demonstration, a nurse was assigned to the camp during its period of operation. An effective health float (which was awarded first prize) was prepared for the Farmers' Picnic at Little Valley and a Health Exhibit planned for the County Fair in September. John Armstrong, former editor of *The Olean Times*, who in August became Executive Secretary of the County Association, is to serve also as

Director of Public Health Education and Publicity for the County Health Department.

An intensive campaign for the eradication of bovine tuberculosis in Cattaraugus County is being carried out this fall. An appropriation, supplementing county funds, has been made for this purpose, and the co-operation and leadership of the County Board of Health, the Cattaraugus County Farm Bureau, and federal and state authorities have been assured. Covering a large part, if not all, of the county, it is planned to seek the co-operation of cattle owners in the testing of cattle and to spread information on methods for preventing reinfection in herds once freed from the disease. By this means, it is expected that in a relatively short period tuberculosis among cattle in Cattaraugus County will be reduced to the minimum, and the dangers incident to bovine tuberculosis thus virtually eliminated. It is hoped also that this campaign for the eradication of bovine tuberculosis will have a very wide influence in extending throughout the county a knowledge of the aims and purposes of the demonstration and arousing general interest in it.

To bring local doctors into closer touch with the demonstration, three practicing physicians of the county were given fellowships at the last session of the Trudeau School of Tuberculosis at Saranac Lake. These men have returned to work in Cattaraugus County much benefitted by their experience. Plans have already been made for the selection of two additional men to attend the School next summer.

### *City Demonstration: Syracuse*

The program in Syracuse is developing under the guidance of the Commissioner of Health, Dr. Thomas P. Farmer, with the aid and co-operation of local medical, social, industrial, and university groups, of the public school authorities, and



With this float depicting school health work and public health nursing services, the Cattaraugus County Tuberculosis and Public Health Association won first prize at the Annual Farmer's Picnic, held at Little Neck. The children in the foreground represent foods rich in vitamins; essential to growth.

of voluntary agencies. Plans are being developed for pooling more effectively the resources of official and voluntary agencies for participation in the demonstration. Tuberculosis, communicable disease, and health educational projects have been initiated; and plans are being worked out for the expansion of services already established in the infant welfare, school child, nursing, and industrial fields. Other important aspects of a comprehensive health program such as the control of venereal disease, and social and mental hygiene, have been taken under consideration. A survey of child hygiene is to be undertaken, and suggestions for an industrial hygiene study are under consideration.

Fourteen persons in the City Department of Health are now employed either full or part time on the demonstration. The Syracuse demonstration personnel has been strengthened by the temporary assignment as Assistant to the

Health Commissioner, of Dr. B. E. Roberts, epidemiologist in the State Department of Health. Two nurses have been detailed for tuberculosis work, one for child welfare, and a fourth for communicable diseases.

With the development of the demonstration project, the number of cases in the tuberculosis clinics has increased appreciably. During August, 1923, there were eighty-two new cases as compared with twenty-eight in the same month in 1922. Increases for other months range from seventy-seven per cent to one hundred thirty per cent over corresponding periods in the previous year. With the co-operation of the Onondaga County Tuberculosis and Public Health Association, the Department of Health, and the Polish Community Center, an evening consultation clinic was held in the Polish district during August. Approximately fifty persons were examined here and a number of advanced, incipient, and suspect cases discovered. As a result of this experiment, a similar diagnostic clinic was held early in September in the Italian section of the city.

More complete records of cases of communicable diseases are now being obtained, there being especially noteworthy increases in tuberculosis reporting. Letters have been sent to all physicians to encourage reporting. At the same time, the more extensive use of diphtheria antitoxin has been encouraged. Valuable statistical studies are being made. Charts have been prepared showing communicable disease incidence and other vital statistics during recent years.

An important change has been effected in the system of culturing throats for release from diphtheria quarantine. All final release cultures are now taken by nurses in the employ of the Department of Health. There has been considerable decrease in cases of diphtheria, presumably in part due to activities of the Department. Thirty-four cases of

scarlet fever were reported during August, of which fourteen were discovered by the Health Department as a direct result of work carried on in connection with the demonstration. Three cases of poliomyelitis (infantile paralysis) have occurred—all in one family. But strict quarantine has been enforced and no further cases have developed.

Considerable time has been spent recently in a revision of the sanitary code, an important change in which requires the pasteurization of practically all the milk used in Syracuse. The only raw milk permitted is subjected to rigid inspection.

Activities in school hygiene were necessarily much curtailed during July and August because of the summer vacation. In spite of this, however, the public school nurses made 371 visits to children in their homes in July, and 359 visits in August. Dr. W. A. Ayling, appointed Chief Medical Examiner in July, gave thorough physical examinations during August to twenty-two children. During the two months, two hundred and forty children had physical defects corrected, and there were fifty-eight cases in which physical defects were improved.

Since the beginning of September, the program planned for school hygiene in the public schools has been put into operation. A supervising nurse, five additional nurses, and two dental hygienists were appointed to start work on September 1st. For work in the parochial schools, an additional physician and a nurse have been engaged. Miss Mary E. Bowen, the new Director of Health Education in the public schools, recently attended the Conference of Health Workers at Mansfield, Ohio, and has begun her duties in Syracuse with the opening of the schools.

Effort is being made to cultivate an informed public opinion regarding the work of the demonstration. The

publication of a weekly bulletin, improved and expanded, has been continued by the Bureau of Health Education of the City Health Department. Display health advertisements have been placed in the local newspapers and clinic advertising cards shown in the street cars. There is in preparation a circular of information regarding hospitals and other medical and health activities and facilities in the city. For the use of public health workers, a small public health library has been started in the central office of the Department of Health. Plans are under consideration to form a Citizen's Advisory Council on Health Education. In co-operation with the health and school authorities, Miss Mary A. Abel, recently appointed as director of health education of the Onandaga County Health and Tuberculosis Association, is developing plans for an extensive educational campaign on personal hygiene and disease prevention.

*Proposed Metropolitan Demonstration: New York City*

Following the Technical Board's tentative selection in the early summer of the Bellevue-Yorkville District (with a population slightly over 200,000), the Conference Committee has made further study of this and other New York City areas. For this purpose, the committee has been supplemented during the summer by representatives from the New York City Department of Health and from the New York Tuberculosis Association.

With the aid of these representatives and those of other potential participating agencies in the city, the New York Association for Improving the Condition of the Poor has collected further data with reference to the New York City Demonstration plan, bearing particularly upon the Bellevue-Yorkville District. Special attention has been paid to the question of Health Department relationships, the specific



projects to be carried out in the district, and the methods to be employed in organizing the proposed demonstration. Supplementing these data, the Secretary of the Technical Board, with the co-operation of the representatives of local agencies, has drafted a preliminary organization plan. This material will receive the early consideration of the Technical Board and of representative New York City agencies. With the facts now in hand and the encouraging developments during the past three months, it is probable that the Technical Board will be in a position to make some definite recommendations regarding the proposed metropolitan demonstration to the Directors of the Milbank Memorial Fund before the end of Autumn.

#### *Activities of Boards and Committees*

During the summer, the Conference Committee of the Technical Board met weekly with representatives from the New York City Department of Health and the New York Tuberculosis Association. Consideration was given to developments in the up-state communities, and particular attention paid to special problems related to the proposed New York-City Demonstration. A meeting of the entire Technical Board was held in New York City on September 20th.

A meeting of the Advisory Council is planned for the fall. During the past quarter, a sub-committee of statisticians was authorized by the Council, and appointed. Following its meeting late in June, the Cattaraugus County Sub-committee on Bovine Tuberculosis placed its recommendations before the State Charities Aid Association and the local demonstration authorities—for application and development. The work of the Technical Board and of the Advisory Council is being greatly facilitated through these assisting committees.

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